DOCUMENT RESUME

ED 334 475 CG 023 490

TITLE	Guidance and Counseling: A Shared Responsibility.
INSTITUTION	National Association of College Admissions Counselors, Alexandria, VA.
SPONS AGENCY	Lilly Endowment, Inc., Indianapolis, Ind.
PUB DATE	91
NOTE	31p.
AVAILABLE FROM	National Association of College Admission Counselors, 1800 Diagonal Road, Suite 430, Alexandria, VA 22314 ($6.00 each; quantity discounts).
PUB TYPE	Reports - General (140)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Community Role; Community Support; Counseling Objectives; Elementary Secondary Education; *Guidance Programs; Parent Role; *School Community Relationship; *School Counseling; Student Needs

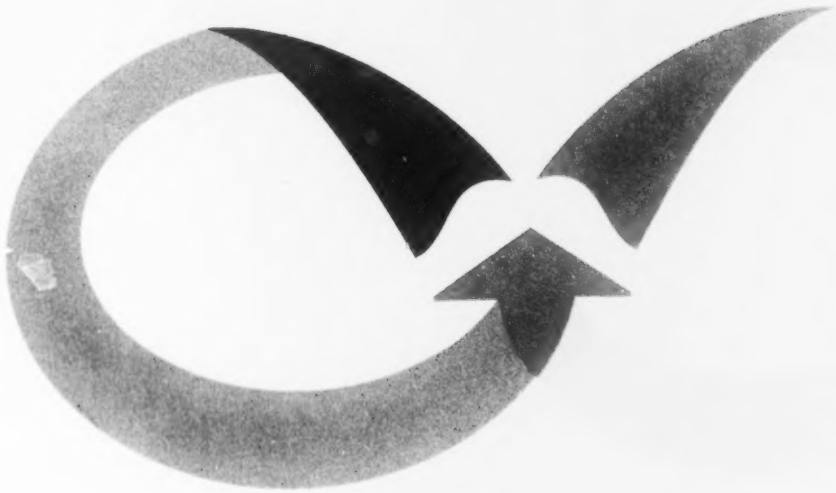
ABSTRACT

School counselors may provide services as well as orchestrate and manage many elements of the guidance process, but the community which includes institutions, persons, processes, and other resources also has the potential to facilitate child development and the goals for school guidance and counseling. Various populations of children and youth differ in both the intensity and form of their needs for guidance services. The parents of children from lower socioeconomic backgrounds need more and different support from the community and school than is true of families who are able to pay for private tutorial or guidance services if the school is unable to provide all that they desire. Schools and school counselors alone cannot meet all of students' and families' needs. They cannot be responsible for the total well-being of children. Inherent in the guidance planning process is identification of the needs of children relative to emotional, physical, social, and intellectual matters and, indirectly, those of their parents to be empowered to support, encourage, and inform their children. The issue becomes one of assessing and attempting to secure the available resources in the school and the community that can be brought to bear on the guidance needs of various populations of children and youth. Connections between schools and communities can be forged to more fully promote the present and future well-being of young people. (LLL)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED334475

Guidance and Counseling: A Shared Responsibility



BEST COPY AVAILABLE

National Association of College Admission Counselors

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

H. J. Pape

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

CG023490

Guidance and Counseling: A Shared Responsibility

by

Edwin Herr, Ed. D.

Pennsylvania State University

Prepared for The Lilly Endowment
Indianapolis, Indiana

Distributed by
National Association of College Admission Counselors
Alexandria, Virginia

Guidance and Counseling: A Shared Responsibility was commissioned by the Lilly Endowment of Indianapolis, Indiana. The paper does not represent an official policy or position of the National Association of College Admission Counselors. NACAC has published the paper to communicate a view that deserves discourse at the national level.

Dr. Edwin L. Herr is the Distinguished Professor and Head, Counselor Education, Counseling Psychology and Rehabilitation Services Education at Pennsylvania State University, University Park, Pennsylvania

Copyright © 1991 by the National Association of College Admission Counselors
Printed in the United States of America

Copies of this paper may be ordered by sending
$6.00 ($5.00 each for 3 or more copies) to:

National Association of College Admission Counselors
1800 Diagonal Road, Suite 430
Alexandria, VA 22314

Table of Contents

Introduction 1

The Needs of Children and Youth for Guidance 3

The Developmental Stages of Youth 4

- The Elementary School Child 4
- The Middle School Child 5
- The Senior High School Student 7
- Parental Influence 8
- Summary 9

Perspectives on Guidance as a Community Enterprise 11

- Rationale for Community Guidance 11
- Guidance: The School Reform Movement 12

Elements of Community Guidance Programs 17

- A Community-Wide Guidance Steering Council 17
- Networking Between the Schools and Community-Based Resources 18
- Systematic Collaboration with Business and Civic Organizations 19
- Systematic Collaboration with Parents 19
- Redesign of School Guidance Programs and School Counselor Roles 20

Conclusion 23

References 24

Introduction

Guidance and counseling[1] of youth must again become a national priority. Many of the conditions which gave prominence to the national priority of helping adolescents prepare for and enter college in the late 1950s and early 1960s are similar to those which prevail at the present time. The late 1950s saw the unfolding of the space age as the Soviet Union launched Sputnik. That small sphere orbiting the globe energized a search to explain America's inability to be first in the "space race." Frequently cited among the culprits were the small number of students entering the "hard sciences" in America's colleges and universities and the antecedent conditions of insufficient academic rigor in mathematics and the sciences in the nation's secondary schools. Also blamed were the lack of mechanisms to identify secondary school students who possessed scientific talent and to motivate them to attend higher education. The National Defense Education Act of 1959 (NDEA) was part of a process of educational reform designed to cultivate the scientific talent needed to compete with the Soviet Union in both scientific and military ventures.

The National Defense Education Act assigned the role of pre-college guidance counseling to secondary school counselors, a profession few in number and with few comprehensive training programs prior to 1959. The National Defense Education Act provided large amounts of federal funding to higher education institutions for the training of secondary school counselors. Funds were also made available to employ secondary school counselors and to institute testing programs to identify and nurture the nation's pool of students able to major in the scientific fields. The result was a rapid expansion in the availability of secondary school counselors, testing, and related processes in the nation's schools.

In the ensuing years the NDEA faded out of existence, and the roles of secondary school counselors were increasingly devoted to a growing range of social problems: career and educational guidance and counseling in many schools became increasingly mechanistic and but one of many functions expected of counselors, whose client loads consistently exceeded the numbers of students who could be effectively served. Little national attention was focused on the state of guidance in American schools. As the NDEA ended, leadership personnel with specific responsibility for guidance diminished in number and influence at the federal level. The "space race" was going well for the nation, colleges and universities were filled with students, and America continued to be regarded as the dominant world economy. Guidance and counseling were not major educational issues.

The nation became aware in the late 1970s and early 1980s that nations other than the Soviet Union were competing with the United States in many areas beyond that of space or

---

[1]In this paper, we adhere to the definitions of guidance and counseling offered in *Keeping the Options Open*: "Guidance consists of support services to help students gain understanding of their social, intellectual, and emotional development; become knowledgeable about educational, occupational, and social opportunities; learn decision-making and planning skills; and combine these insights into personal plans of action. Counseling, as one aspect of guidance, focuses primarily on communication between counselors and students about issues that facilitate or inhibit personal planning, feelings of self-esteem, achievement, and choice."

military systems. Japan, as well as several European nations, was seen as rapidly "besting" the United States in international economic competition. Alarms were sounded in the media that the United States' diminished role in the global economy would inevitably lead to the diminution of the quality of life in this country. Questions were raised about the ability of American education to prepare a literate work force capable of designing and implementing the industrial processes needed to reassert American supremacy in goods production and export trade. The nation was, in fact, declared "at risk" (The National Commission on Excellence, 1983). A range of alleged educational deficits produced American students unable to compete with students from other nations whose economic development was rapidly overtaking that of the United States. Little of the debate during the 1980s has focused on the guidance needs of students, however, or indeed on the acquisition of basic academic skills. The implicit concern, as voiced in political and economic terms, has been what students can and should do for the nation's competitive capability, and not what schools and other social institutions should be doing for children and youth.

The current conditions for a renewed national interest in guidance and counseling are not confined to that of scientific or economic competitiveness among nations. Demographic conditions in the United States are also at issue. The unprecedented number of "baby boom" adolescents born after World War II are now passing into young adulthood, and we are faced with a growing shortage of adolescents available either to enter the work force or begin higher education.[2] The adolescents who are available are increasingly from minority groups rather than from the majority culture. Many of these young people are from poor families for whom education, and particularly education beyond high school, has been neither an aspiration nor a likelihood. Academic readiness and higher education consciousness are therefore less likely to be inherent parts of the family or neighborhood environments in which these children are reared.

The changing numbers and characteristics of America's children and youth populations have led to a modification of earlier perspectives on guidance. Research indicates, for example, that children and youth tend to acquire many of their perceptions of self-efficacy, personal worth and competence in the elementary and middle school years. Procedures or programs to increase educational motivation, therefore, must be introduced to influence children and their parents before choices are made which foreclose educational and career options or make academic competence difficult to attain. In such a view, then, guidance and counseling, whether or not specifically identified as such, must be seen as a process which begins in the elementary school and in the family and spirals in increasing complexity as the child grows to adolescence.

Within the context described above, it seems obvious that guidance and counseling must be seen as a continuum or longitudinal process which is designed to influence the aspirations, motivation and achievement of children. Since children do not live and grow independent of the feedback and reinforcement of others, particularly adults, a guidance and counseling process should involve not only children, but parents, teachers, and other adults in the community whose support of children is or can be significant. In such a paradigm, assigning the primary or sole responsibility for guidance to secondary school counselors is seen as a limited response to the

---

[2]Throughout this paper, "higher education" and "postsecondary education" are defined to include college, university, technical, and vocational education beyond high school.

complexity of the social systems with which children interact. Thus, while the school counselors in elementary, middle and senior high schools may provide services as well as orchestrate and manage many elements of the guidance process, the community, which includes institutions, persons, processes and other resources, also has the potential to facilitate child development and the goals of school guidance and counseling.

In this sense, communities, not just schools, are responsible for the guidance of youth. Typically, paradigms of the organization and delivery of guidance services do not consider the potential interaction of youth-serving agencies and schools as capable of being brought into collective action to serve common goals. But factors such as the shortage of guidance services available in the schools, increasing numbers of children and youth experiencing academic and personal difficulties, a continuous expansion of demands upon schools which go beyond the academic, and, indeed, young people's needs for multiple and diverse relationships and opportunities—all argue for new visions, new configurations, new deployments of guidance resources which more effectively connect our schools and communities on behalf of youth. Before pursuing such notions in greater depth, however, it is important to affirm a more basic issue, the needs of children and youth for guidance.

The Needs of Children and Youth for Guidance

The needs of children and youth should be fundamental to any model of guidance services, whether school- or community-based. Developmental psychology has provided many theories about, and inventories of, such needs. The developmental tasks of elementary, middle and senior high school children are not homogeneous, so successful guidance interventions for each of these groups must be conscious of and tailored to children's normal developmental stages. Also important to remember is that while one can describe the common needs of children for guidance at different developmental stages, there are sub-populations of children for whom additional needs will occur—because their economic resources are extremely limited, they come from troubled families, or their mobility and aspirations have been limited by prejudice, bias, or lack of information. Many of these children experience varying degrees of academic failure, psychological dysfunction, social maladjustment, or jagged educational progress, and their needs for guidance are more intense than for those children whose lives are less encumbered by such negative factors.

If young people and their families do not get timely and effective reinforcements that support keeping open their options for education beyond high school and preparing themselves for such options, they are likely to make educational choices that limit rather than advance their academic aspirations (National Student Aid Coalition, 1985). They may settle for less than their potential because they lack the mentors, role models, information or the encouragement necessary to pursue postsecondary education. The differences across socioeconomic groups in educational aspirations are complexly associated with one's view of life choices, feelings of self-efficacy, knowledge of financial aid and other such support. The lower the socioeconomic groups, the less likely that such information, support for, and knowledge about educational

opportunities will be available in the child's family or immediate environment (Herr, Weitz, Good, McCloskey & Long, 1981). Schools and school counselors, together with community programs, may be able to offset or neutralize negative socioeconomic effects upon student aspirations, but unless they are deliberately planned to do so and adequate resources are made available, their effects are quite likely to be uneven in their impacts upon the aspirations or the educational persistence of children (Herr, 1986).

The Developmental Stages of Youth

Any notion of a developmental growth or learning process presupposes that later behavior is related to earlier behavior. If development is relatively linear, emerging tasks are likely to be mastered effectively in their time. Development that is not so linear is likely to be mediated by biological or psychological factors that alter growth patterns and create a new developmental trajectory. Within such a context, guidance programs should attempt to prevent developmental crises, promote personal growth and academic skills, and treat or remedy development which has gone awry or is not meeting the full potential of the child. Against such a concept, each developmental stage has its likely needs, tasks and characteristics. Some of the highlights of development at different educational levels will be discussed in the following sections and summarized on page 8.

The Elementary School Child

Elementary school children are typically open and interact with a broad range of stimuli and modes of behavior, but they are vulnerable in the sense that attitudes and perceptions about life and their place in it are in their formative stages. Elementary school children's development is readily influenced by their environmental circumstances, socioeconomic status (Holland, 1981); gender (Hogeman & Gladding, 1983); self-esteem (Hughes, Martinek & Fitzgerald, 1985); parental attitudes and behavior (Miller, 1978); and the opportunities available and visible to them (Rick, 1979). As a function of these and other environmental characteristics, levels of aspiration, achievement motivation, and self-perception have their genesis in the early years of the family and of schooling. Here are the roots of behavior that will manifest themselves many years later under the labels of career identity and commitment, academic readiness and consciousness of postsecondary opportunity or, conversely, juvenile delinquency, early school leaving or unemployment.

Research indicates that many youngsters who left school at age 16 had already begun the psychological process of dropping out as early as third grade (Herr & Cramer, 1988). This frequently occurs because children fail to sense relationships between what they study in school and their experiences of life outside of school. Some generalize a grade or course failure or an unhappy experience with a teacher to all academic experiences. They acquire a psychological set that generates resistance to schooling and to the possibility of working toward a self-fulfilling future. Probably such children are not the majority of elementary school children. Many children

do develop awareness of their personal uniqueness, possible life options (including education beyond high school), and methods of planning for one's future. Unless guidance opportunities are available and systematically planned to facilitate such understandings, however, many children may learn inadequate behaviors, hold incorrect information about themselves and possess underdeveloped academic readiness.

The Middle School Child

The essence of human development is reflected in assumptions that each life stage demands mastery of different types of tasks associated with an evolving self-identity. By definition, development suggests that the individual strengths and weaknesses which accrued early in one's life continue to have residual effects later. The child who felt rejected, academically incompetent, or of little worth in elementary school is likely to carry internalized aspects of these attributes into middle school and behave accordingly. Some of these unresolved conflicts or negative self-concepts may retard their understanding of and ability to cope with the tasks they face in the middle school years. The outcomes obtained at one academic level, either positive or negative or academic or personal, tend to serve as the foundation upon which the next educational or developmental stage is built.

The middle school child is not the same child developmentally as the elementary school child a year or two younger. Havighurst (1968) suggested three specific developmental tasks of children in the middle school years: organizing one's knowledge of social and physical reality; learning to work well in the peer group; and becoming an independent person. Kimmel and Weiner (1985) suggest that the primary developmental task of these early adolescent years is adapting to mental and biological changes, accepting one's appearance, and learning to use one's mind and body effectively.

Such examples tend to suggest a smoothness of development among young adolescents that belies reality. This is an age of considerable and rapid change as well as different rates of change among children. Young adolescents are in the major and early stages of transition from childhood to adulthood. They can be at once dependent on adults and resentful of their authority. They can be simultaneously hypercritical and loving and supportive of themselves and others.

Middle school children share a need for diversity, for self-exploration and self-definition, and for meaningful participation in their surrounding environments. Children at these ages are more able to thrive if they experience positive interaction with their peers and adults; if they are physically active; if they are able to believe in their own competence; and if their lives are somewhat structured, with clear limits and rules (Dorman, 1985).

These needs provide a template of parameters to which guidance programs must be structured if they are to effectively meet the developmental needs of the middle school child. In essence, the profile of the typical middle school child suggests that guidance programs should offer a wide range of experiences and opportunities that take into account the varying rates of children's development and address the myriad issues with which they are preoccupied. Because the adolescents' social and physical environments are expanding and their drive for exploration escalating, guidance programs should be designed to help children acquire feedback about who they are becoming, the opportunities that lie before them and their relationships with others.

In educational terms, middle school students are moving increasingly from the personal, generalized academic world of the elementary school to the more impersonal, specialized world of the senior high school. They are beginning to make public decisions regarding their high school curriculum, which particular high school or vocational school they will attend, or, in some instances, whether to remain in school at all.

Within such contexts, middle school children begin to shift their focus, however subtly, from the present to the future as they contemplate the choices which lie before them, accruing a rudimentary sense of the relationship between such choices and work or to their own sharpening self-identity. These decisions are obviously not benign, although they are often reversible. The educational plan of the middle school child preparing for high school has ramifications which ripple throughout his or her life.

In *Keeping the Options Open: An Overview,* the College Board Commission on Pre-College Guidance and Counseling (1986) indicated that young adolescents frequently do not understand and act on the consequences of their early academic choices. Data revealed, for example, that only 46 percent of students who expected in grade nine to enter college reported being enrolled in the academic (as opposed to the general or vocational) curriculum in grade 10. By their senior year, only about half the students reported being on a path that was congruent with their college expectations. Part of this phenomenon can be explained by the insecurity many students feel about their ability to achieve the goals they set for themselves. When crucial choices about courses are made, it is important for students to believe that education beyond high school is a real possibility for them, financially as well as academically.

As early as sixth and seventh grades, students should be informed about the courses necessary for college, how to put together a plan of study to keep their postsecondary options open, and how they can finance such plans. As the Commission indicates, specific information about college and financial aid opportunities should be shared with parents and with students with increasing specificity of information as students move from the elementary school through the middle and senior high schools.

The middle school is a particularly critical time for counseling. Students are undergoing dramatic physical and emotional changes which can interfere with their academic progress by leading them into teenage pregnancy, drug abuse and other social problems. Where their parents are unable to provide academic and personal encouragement and information, the schools and communities must do so.

Unfortunately, the elementary and middle schools provide the fewest number of counselors, with even more jagged availability of such services in rural areas, in many inner city schools, and in areas with fewer economic resources. Thus, as the Commission suggests, "it appears that students who may need guidance the most are least likely to receive it in their schools."

Because the middle school years are likely to be a time when gender differences exert important influences in curriculum choice and in other relevant processes, boys and girls may require some different guidance emphases. Kammer's (1985) study of rural eighth-grade boys and girls indicated that many girls do not expect to attain their career goals, and that boys and girls differ in their choices according to traditional sex-role expectations as early as eighth grade. Haring and Beyard-Tyler (1984) suggest that sex-role socialization, poor self-efficacy, negative

attitudes held by women and their peers, and possibly counselor bias combine to keep young women from pursuing nontraditional occupations.

Adolescent females in the middle school tend to be more certain than boys about what their future careers will be and about some of their early choices, but they tend to restrict their career development and their postsecondary school options. For example, Pedro, Woleat, and Fennema (1980) report growing evidence that women's educational and occupational options are limited by the preparation in mathematics they receive in high school. They found that female ninth and tenth grade students in their sample planned to study less math than their male classmates, even though they were achieving as well as their male counterparts. In addition, they tended to select stereotypical female career goals that require little mathematics. These female students, with their minimal preparation in mathematics, will be unable to choose from the full range of options should they later decide to change their occupational plans. This is particularly true in a society where many emerging occupations require higher levels of math literacy.

Increased attention to successful female models who have pursued nontraditional courses and jobs, as well as information about how such goals were sought and achieved, is necessary to eliminate the discrepancies between career attitudes, plans and behaviors for middle school girls. Again, such resources should include persons from the community who can augment school and guidance efforts through mentoring, information, encouragement and support.

The Senior High School Student

It is possible to contend that for the elementary school child, the major developmental preoccupation is the formation of basic attitudes and information about oneself and one's life opportunities, and that for the middle school child, a major preoccupation is exploring and reality-testing such attitudes. It then follows that a major developmental task for senior high school students is dealing with the imminence of leaving the secondary school and entering the variegated world of young adulthood.

The possibilities of achieving independence from family and embarking upon a new and less structured reality than that of a secondary school student is more complex than simply going on to some postsecondary educational alternative or going directly into the work force. Rather, the possible pathways to and through young adulthood become numerous, frequently ambiguous, and sometimes frightening. Post-high school reality for different students might be cast in any one of several forms, including gaining access to a college and considering the selection of a major; choosing a postsecondary vocational or technical school in which to pursue some skilled speciality; acquiring an apprenticeship; converting part-time work experience as a high school student into a full-time position in the labor market; entering the labor market for the first time; and deliberating about military service or marriage.

These alternatives are neither mutually exclusive, irreversible, nor exhaustive of possibilities. They do represent the typical options to which many senior high school students commit themselves, either after systematically considering their alternatives and carefully deciding their career paths, or because they are essentially swept into some stream of behavior that avails itself to them and there are no competing options that appear more attractive.

Many teenagers are apparently worried that the American dream for them is being jeopardized and their visions of the future are being restricted by the problems of money, future and health. As reported by the Survey of American Teens undertaken by the American Home Economics Association (1988), when some 32 topics were presented to them, three in ten of the 510 junior and senior students who participated said they were "extremely" or "very concerned" about:

- being able to pay for college (39 percent),
- making the wrong decisions about their future and not being able to change them (34 percent),
- the United States is headed for a big depression (30 percent),
- not earning enough money to enjoy the better things in life (29 percent),
- learning in the future that some of the things they eat will cause cancer or a heart attack (28 percent).

While eight in ten teens say that they are basically happy with their lives, nearly six in ten say they have a friend who has considered suicide, and five in ten indicate that some of their friends are flirting with disaster by taking drugs. While some 55 percent of the teens turned to friends for advice and help in overcoming problems and 47 percent of teens do seek parental guidance, one in six teens report that they have no one to turn to for advice in making important decisions. Over half of these teens report feeling that they do not have a handle on life.

The latter is also reflected in other national data from students in 115 schools across the nation (Prediger & Sawyer, 1985) which suggest that 71 percent of eleventh graders nationwide report a desire for help with their career planning, 33 percent report receiving very little such help from their schools and that when asked how certain they are about their occupational preferences, 27 percent indicate that they are not sure at all. In the final analysis, such data indicate that secondary school students profess major needs for help with their career planning.

For many secondary students, then, and for a variety of reasons, the future represents opportunity but also confusion, a circumstance which generates indecisiveness and anxiety, a situation for which they do not feel prepared or have the decision-making skills to cope with effectively. For some of these students, academic, family and personal upheaval in their lives disrupts or encumbers their possibilities of seeking postsecondary education. Some young people experience identity confusion and difficulty in establishing themselves as independent in their own right, able to get along well with their parents and peers. In somewhat different terms, many adolescents have difficulty in making decisions about how all of one's basic capacities, previously learned skills, and already formed attitudes can be meaningfully combined to answer such questions as "What kind of a person am I?" and "What do I want to do with my life?" (Kimmel & Weiner, 1985, p. 19).

Parental Influence

Parents are of particular importance to the nature of children's development. Since parents have direct control over many aspects of the environment in which children are raised, they have the unique opportunity to provide or collaborate with others—the school, church, youth-serving

agencies—in providing experiences designed to enhance their children's self-esteem and academic confidence. As children begin their education, parents share but do not give up the responsibility for their development. Unfortunately, the complexity and dynamic quality of both the educational and the occupational structures make it difficult for many parents to have the confidence, experience or information to serve as major agents of guidance for their children.

Parents may have experienced limited educational opportunities themselves and feel negative or confused about curricular content or choice and what this means for their children. They may suggest easy routes through the maze of options available in an attempt to shield their children from the pain of failure they have felt, or they may not understand that the type and level of subject matter studied in middle and high school has a direct relationship to certain occupations or other forms of postsecondary education. They may believe it is unlikely that their child will be able to attend college or take advantage of other postsecondary educational opportunities, and curriculum choices are therefore unimportant. Many parents feel incapable of providing guidance or other psychological support to their children. Some, because of substance abuse, or economic or personal distress, do not have the psychic energy to do so. Others believe that they do not have the information or experience to do so. These parents and others need to be included in a guidance plan which enables them to be secure in their parental role and in their capability of reinforcing academic readiness and planning in their children.

A report from the National College Counseling Project (Holmes, Dalton, Erdmann, Hayden & Roberts, 1986) acknowledges quite persuasively that parental expectations about what students will do when they finish high school shape students' academic performance, motivation, and aspirations from the early years of schooling through high school and beyond. Therefore, schools should inform parents about college and career options, encourage them to hold high expectations for their children's academic success and encourage a family support system related to facilitating children fulfilling their potential.

Summary

It seems clear from the foregoing analyses that various populations of children and youth differ in both the intensity and form of their needs for guidance services. Poor children are likely to have more intense needs for information, modeling and mentoring. And certainly the parents of children from lower socioeconomic backgrounds need more and different support from the community and school than is true of families who are able to pay for private tutorial or guidance services if the school is unable to provide all that they desire.

Guidance Needs Across Time

Major Guidance Tasks		
Children Elementary School	**Young Adolescents Middle School**	**Later Adolescents Senior High School**
Formation of basic attitudes and information about self and life opportunities.	Exploring and reality testing attitudes and information about self, others and opportunities.	Specific planning related to imminence of making the transition from school to work or college.
Sub-tasks (examples): • Developing a sense of personal competence, self-worth, self-acceptance. • Developing a sense of life opportunities, their breadth and their characteristics. • Developing the rudiments of a sense of academic readiness, self-efficacy, and college consciousness. • Developing a sense of personal identity, uniqueness, a self-concept system. • Developing social relationships with peers and adults. • Beginning to understand and take responsibility for actions, understand the role of choices and decisions. • Understanding preferences and their linkages to opportunities.	Sub-tasks (examples): • Testing and refining aspirations. • Sustaining motivation. • Organizing and testing one's knowledge of social and physical reality. • Learning to work and play well in peer group. • Engaging in a wide variety of experiences and opportunities in academic, career, and personal domains. • Using and testing their skills and reflecting upon their meaning. • Acquiring the life skills related to planning and choice of curriculum and career. • Learning about the connections between academic choices and future choices of education and work; learning how to keep options open. • Sharpening self-identity, feelings of self-efficacy. • Exploring and reality testing subject-matter and occupational skills and preferences.	Sub-tasks (examples): • Preparing for the transition from school to young adulthood. • Becoming self-reliant and achieving psychological independence from their parents. • Expanding peer relationships and achieving the capacity for intimate relationships. • Learning to handle heterosexual relationships, dating, and sexuality. • Making plans to pay for college or other postsecondary education. • Learning how to manage one's personal health. • Learning to manage time. • Formulating a personal value system. • Differentiating career expectations and planning in accordance with such views. • Assuming responsibility for career planning and its consequences. • Keeping one's options open as fully as possible by taking courses to qualify for postsecondary education. • Developing skills important to life as a consumer and to effective use of leisure time.

Perspectives on Guidance as a Community Enterprise

The developmental tasks and problems with which children and adolescents cope may vary in intensity and focus but they argue for concentrated and comprehensive collaboration between schools and communities. Young people must be offered a continuum of support, information, and caring across the social systems they occupy, not a truncated and unpredictable environment in which they are forced to desperately seek after care, opportunity and positive feedback and never be able to assume its continuity for themselves. A community vision of shared responsibility for guidance should acknowledge the need to increase the predictability and consistence of the continuum of experiences to which all children in the community are exposed, as this continuum manifests nurturance, coherence, and both the challenge and the support to be the best one can be.

Such views require the development of models of guidance as a community responsibility which can be planned, coordinated, and orchestrated effectively to help young people see, believe in, and achieve fulfilling work and citizenship roles for themselves, both in the present and in the future. Parents and community resources must be included as guidance agents in these models.

Rationale for Community Guidance

Considering guidance as a community enterprise requires a rationale that does not negate the value of school-based programs but which acknowledges the growing limits of relying solely on the schools. Three points for such a rationale are outlined below.

1. The role of the school has changed in the past quarter-century. Since the end of World War II, an onslaught of social problems has altered the basic mission of schools from transmission of the culture and the teaching of academic skills to include dealing with obstacles to learning such as racial discrimination, child abuse, malnutrition, disintegrating families, substance abuse, violence, poverty and parental neglect. Although the schools must find ways to deal as effectively as possible with the victims of these social problems, they are neither equipped nor the appropriate institution to alter the social conditions which create such problems. Solutions must be found in the attitudes and structural responses of the larger community.

2. The availability of counseling and guidance resources in schools is limited. While it is difficult to be precise about the ratio of counselors to students in the nation's schools, a reasonable estimate is that the secondary school ratio is about one counselor for every 425 students or at best, one to 350 students (Lee & Ekstrom, 1987) and at the elementary school, one counselor for every six elementary schools (Herr, 1982; Pinson, Gysbers, & Drier, 1981). But even those very high ratios disguise a reality of unevenness in the distribution of counselors and services. Lee and Ekstrom (1987) also reported that students from lower socioeconomic status families, minority students, and those from inner-city schools and small schools in rural areas have dramatically less access than their suburban counterparts to counseling directed to planning their high

school course of study. Such students were more likely to be placed in nonacademic curricula and to take fewer courses.

Ironically, a recent report (College Board Commission on Pre-College Guidance and Counseling, 1986) indicates that children of lower-income families do indeed turn to the school for information and academic support that their families cannot provide. The research shows that, where it is available, counselor and teacher influence on students' post-high school plans increases as socioeconomic level and parental educational level decreases (p. 11). Counselors do make a difference to these students.

Even where counselors and guidance programs exist, much of counselor time is diverted to non-guidance tasks such as lunch or bus duty and teaching non-guidance classes (Peer, 1985). Indeed, in many schools, juniors and seniors are seen only briefly once each semester and younger students are seen even less often (Boyer, 1983; Moles, 1988). Counselors shedding paraprofessional and administrative tasks is a necessary step in providing better guidance and counseling programs to all students, but this singular change is not a panacea. The typical student-counselor ratio reinforces the concern that even if guidance staff were not diverted by non-guidance activities, there would still be more demands for guidance than the available services can accommodate.

3. The informal guidance that many young people receive in an ad hoc fashion from family and community resources is valuable and merits recognition and support. There are variations in the resources available from community to community, but "...there are some resources to be discovered even in the 'poorest' communities. Students find important sources of encouragement and guidance in their churches, or in such local organizations as the Boys or Girls Clubs. When schools recognize and work effectively with such informal counselors, students experience the kind of support that can help them make choices and decisions that will enrich rather than diminish their lives. In fact, no matter what the wealth of the community, the challenge for the schools is to build a support system for their students that utilizes the key institutions, organizations, and individuals in the larger community." (The College Board Commission of Pre-College Guidance and Counseling, p. 20)

This rationale suggests the validity of school and community partnerships in which the school counselor and other school-based professionals may be the centerpiece of the program but are no longer responsible for all the services, contacts and content of guidance programs.

Guidance: The School Reform Movement

School-community partnerships have been advocated for many purposes as part of the education reform movement of the past decade. In the spate of national reports that spurred and spring from this reform movement, none argue specifically that guidance and counseling should be seen as a community effort including the schools as a key community institution. Many reports, however, advocate school-community cooperation in general and the involvement of parents in

their children's education. A quick review of these reports further sets a context for discussing the concept of community guidance.

In the Carnegie Foundation for the Advancement of Teaching report, *High School: A Report on Secondary Education in America,* Boyer concludes that "at every school we visited, the counselors were shockingly overloaded" (p. 131), and that the following should occur:

> Our conclusion: The American high school must develop a more adequate system of student counseling. Specifically, we recommend that guidance services be significantly expanded; that no counselor should have a caseload of more than one hundred students. Moreover, we recommend that school districts provide a referral service to community agencies for those students needing more frequent and sustained professional assistance. (Boyer, 1983, p. 132)

There are other reports which echo the need for community involvement with schools around the guidance needs of students. Most of the recommendations are less direct but deal with a wider range of partnerships than only referring students for long-term professional help.

The Business Advisory Committee of the Education Commission of the States (1985) in a national report dealing with the growing problem of alienated, disadvantaged and disconnected youth, recommends "new structures and procedures for effecting the transition from school to work or other productive pursuits..." (p. 26). The report specifies the need for coordinated programs that include career counseling, financial assistance, summer jobs, cooperative education options, and role models to reconnect youth to schooling and to work.

The Research and Policy Committee of the Committee for Economic Development (1985), in a major report dealing with business and the public schools, strongly recommended that schools provide job counseling and exploratory programs to assist in career choice. The report specifies at length legitimate roles for the business community in interacting with and supporting quality education in schools and in the community. The committee encourages business men and women to become actively involved in the lives of students, from serving as representatives on school boards, to providing vocational education or sponsoring athletic and extracurricular activities. The National Alliance of Business and the National Advisory Council on Vocational Education (1984) in a major analysis of the nation at work, particularly relationships between education and the private sector, also argued for similar business involvement in the guidance and counseling process.

The 1988 report of the W. T. Grant Foundation Commission on Work, Family and Citizenship goes further to describe the need for community involvement:

> In the United States, the almost exclusive responsibility for youth's transition to work is lodged with parents and the schools. Many parents have networks and associations that allow them to give their teenagers a hand in finding jobs. But particularly in poverty families, these informal but important connections are too often absent, leaving teenagers dependent on their own initiatives or on the schools. Yet our schools are largely isolated from the community and from the work place.... Obviously, this is not a problem that can be solved by the schools alone. The Commission urges school authorities, business leaders, and community officials to join together in greatly expanded efforts to aid youth. The image of these floundering young people should not be seen as evidence that young people have failed, but

rather that adults of the community have failed to give them a fair chance to get started. (p. 40)

The Commission urges new consideration by state policymakers, and school and community leaders of a variety of out-of-school learning possibilities which use the schools as the nexus of community-based programs and resources. (p. 41)

The W. T. Grant Foundation Commission report goes on to identify examples of programs in which the community and parents can play major roles. These include monitored work experience (cooperative education, internships, apprenticeships); incentives (guaranteed post-secondary education, jobs and training); community and neighborhood services; and career information and counseling. While these suggested possibilities are not exhaustive of the potential of either communities or parents to become more intimately involved with schools, they do illustrate ways to augment the schools' programs and processes, on the one hand, and, on the other, to create a sense of community responsibility for youth and a sense of the community as a learning laboratory for young people.

The W. T. Grant Foundation Commission also notes that parents can be crucial conduits of career information to their children. Parents' attitudes and knowledge, however, are sometimes limited by their own experience. In particular, children of the poor do not have the same advantages as children of more affluent parents in receiving comprehensive information about career or educational opportunities. Thus, community institutions can offer programs to increase parental interest in and knowledge of careers and educational planning, which they in turn can convey to their children. In essence, this Commission endorses education for parents to improve the "curriculum of the home."

After acknowledging that school counselors have been overloaded and encumbered with too many non-guidance duties, the W. T. Grant Foundation Commission suggests that short of a new profession, there are at least three options for change in responding to the guidance needs of children and adolescents:

> One would be to commit the resources required to pay for enough counselors to meet all students' needs. This would require at least double the current number of counselors—and probably a large number of administrative aides as well to help both the counselors and the principals who now depend on them to perform administrative chores. Second, there could be a redefinition of teacher roles...so that classroom teachers could assume a larger role in handling the counseling needs of high school students. The professional counselor's role under this plan would be to train and assist teachers in their counseling and to provide direct counseling in situations the teachers could not handle.
>
> A third approach would be to abandon the whole idea of school counselors and to locate counselors elsewhere, in neighborhood social service centers, or labor offices, for example. (p. 54)

Other routes which more systematically use **both** the counseling resources and the personnel from schools and youth-serving organizations might be taken to alter the forms of counseling and guidance available within communities.

A report from the National College Counseling Project entitled *Frontiers of Possibility* (Holmes, Dalton, Erdmann, Hayden & Roberts, 1986) reviews the status of college counseling across the nation and studies 13 exemplary college counseling efforts. A common denominator in schools which have exemplary college counseling programs is the importance that the surrounding community places on the school and on going to college. Indeed, the authors report that some of the most dynamic college counseling programs exist in schools that have prominence as the center of local community life.

> Community goals, school mission, and college counseling are overlapping and mutually supporting. (p. 27)

This is not a function of affluent communities but occurs in communities at all socioeconomic levels. In such communities, school counselors and principals recognize the potential power of the community in heightening students' awareness of career and college options and expanding their aspirations. The study also documents that the amount of community support is related to the degree to which the school and its counselors actively seek community ties.

The programs included in the study draw directly on the resources of the business community through cooperative work programs, apprenticeships, and similar school-business partnerships that can provide students with incentives and information which help them make the link between careers and college-going. Beyond such obvious community efforts, there are other innovative community possibilities. For example, in one community, a local cable television station helped to demonstrate the community's interest in academic success by providing a homework hotline. In low-income schools in several states, counselors convinced local banks to donate hand-held calculators that can be programmed to simulate the format of the College Scholarship Service's Financial Aid Form and then used the calculators with parents to analyze college costs. In some communities, organizations such as local chapters of the Urban League or women's business and professional organizations offer workshops at sites convenient to low income parents to enhance the "college consciousness" of parents and students. In some instances, schools attempting to raise the aspirations of their students begin comprehensive guidance programs in the middle school which stress study skills, decision-making, values clarification, career and college orientation and incorporate community resource persons at points in the process where their advocacy, expertise and mentoring can be most effective.

In summary, the National College Counseling Project identifies four categories of practice that seem to be typically available in schools which have effective college counseling programs:

- a college guidance curriculum starting as early as grades seven and eight,
- support networks and participation by students, teachers, and parents,
- financial aid initiatives and innovations,
- productive relationships with colleges and universities.

Each of these practices can involve community-based support and other youth-serving organizations to reinforce the work of the school in raising student aspirations and providing support to parents as they consider the possibilities available to their children.

A second major national effort directly related to community involvement in pre-college guidance and counseling is the College Board's Commission on Pre-College Guidance and

Counseling. This group's report, entitled *Keeping the Options Open*, defines pre-college guidance and counseling as encompassing a broad set of support functions that enhance success in school and increase the chances for formal learning beyond high school. Therefore, the report emphasized the importance of elementary and middle school guidance as well as various arrangements—in and out of schools—which help students not only to succeed academically but also to learn about colleges and how to pay for them. The report calls for a reconceptualization of guidance and counseling programs and is predicated on schools and communities sharing responsibility for nurturing young people. The report's eight recommendations call for:

- establishing a process in each school district for determining the guidance and counseling needs of its students and for planning how to meet these needs;
- developing a program (led by school principals) that emphasizes the importance of the guidance counselor as a monitor and promoter of student potential and coordinator of the school's guidance plan;
- mounting programs to involve parents and family members in the activities and choices of the student;
- providing a program of guidance and counseling during the early and middle school years, especially for students who traditionally have not been well-served by the schools;
- strengthening collaboration among schools, and community resources to enhance services available to students;
- establishing a process in each state to determine the guidance and counseling needs of specific student populations and giving support to local initiatives that address these needs;
- increasing support of federal programs that help disadvantaged students to enter and remain in college; and
- revising the training of school counselors to include the specific skills and knowledge necessary to enable them to take a more central role in the schools.

These recommendations essentially lay out a design to systematically plan the improvement of guidance and counseling in schools, to make it more comprehensive in its reach from the elementary through the middle and into the senior high schools, to involve parents, and to expand the collaboration between the school and the surrounding community.

Summary

Obviously, schools and school counselors alone cannot meet all of students' and families' needs. They cannot be responsible for the total well-being of children. Inherent in the guidance planning process is identification of the needs of children relative to emotional, physical, social and intellectual matters and, indirectly, those of their parents to be empowered to support, encourage and inform their children. The issue, then, becomes one of assessing and attempting to secure the available resources in the school and the community that can be brought to bear on the guidance needs of various populations of children and youth.

Elements of Community Guidance Programs

In the previous section we examined some of the national reports in which support for guidance as a shared responsibility between school and community is at least implicit and in which some of the rudiments of such a community approach are identified. In this section, we will consider more fully what a community guidance plan might require or include. We suggest five components as a beginning point for discussion and action:

1. A community-wide steering council, or similar mechanism, to design the philosophy, outcomes and resources for the program.
2. Systematic networking between the school and other youth-serving organizations in the community to articulate their mutual purposes and resources as they relate to guidance.
3. Systematic collaboration between the school, business and industry, and other civic organizations on behalf of guidance outcomes for different groups of children and adolescents.
4. Systematic collaboration between the school and parents on behalf of the guidance needs of children and adolescents.
5. A redesign of school guidance programs and school counselor roles to empower, coordinate, organize, orchestrate and maximize multiple resources in the community and the schools on behalf of student needs.

A Community-Wide Guidance Steering Council

Essential to any community guidance plan would be an umbrella council or committee comprised of representatives from youth-serving organizations, business and industry, parents and the school district's guidance staff. It could be a consortium designed to help the community define a vision of guidance for youth, identify needs and resources, and plan coordinated programs. The council could serve as a catalyst to strengthen and enhance existing guidance resources within a community.

In such a plan, school counselors, community youth workers, parents, and members of the business and industry sector would be identified and encouraged to work together on behalf of youth. Whether working in private practice, in an educational setting, or in a community agency, guidance providers should be known to each other, and take each other's abilities and talents into account. Youth workers, mental health professionals, parents, school counselors, business people and community volunteers are likely to have different skills and experiences in relation to the continuum of guidance needs, and these skills should be identified and used as systematically as possible. The community guidance steering council's core function is to stimulate and monitor continuums of guidance for children and youth.

The steering council would plan and identify the goals of different elements of the guidance program: decide who and which resources will be included in the guidance plan; define mechanisms by which referrals and coordination will be accomplished; indicate how parents, volunteers, business people, and specialists will be tapped; and determine costs for services and programs and from what sources funds will be obtained.

The steering committee would also be an advocate of the guidance program as symbolic of the community's concern for children as individuals, as members of families and as members of the community. Such advocacy would involve publicity about the program's design and access. It would also facilitate communication among the business and industry sectors, the youth-serving organizations and the schools.

Networking Between the Schools and Community-Based Resources

Communities differ greatly in the availability of youth-serving organizations. A fundamental premise of a community-wide guidance program, however, is that all communities have some form of youth-serving organizations and some informal guidance providers who can augment the guidance role of the schools. These resources need to be identified and a networking mechanism established so they can be brought into fuller integration to provide diverse continuous supports for young people from elementary through high school.

Youth-serving organizations exist in communities under the auspices of religious sponsorship, public funding, charitable and civic organizations. Many have national affiliations: The Campfire Girls, the YWCA, Boys Clubs, Girls Clubs, the Girl Scouts and the Boy Scouts of America, and 4-H are familiar to most people. Community recreation centers, settlement houses and a host of other organizations seek local community sponsorship to respond to the needs of children and families.

These community-based programs provide children and adolescents with another set of positive adult role models, additional sources of affection and feelings of self-worth, as well as reinforcement of and guidance about life skills, academic achievement and career options. They provide outlets for activities and positive social relationships with peers that can spill over into the school and other community institutions.

Like many school-based programs, community-based programs are concerned with providing a nurturing, flexibly structured environment in the unstructured and sometimes chaotic lives of many children. They provide opportunities for racial integration and healthy peer relationships, as well as the development of academic, social, and personal skills that lead to the positive growth of young people.

These community-based programs provide rich and diverse opportunities for young people that extend and enrich their school and home experiences. A community guidance approach would recognize these programs and the adults who staff them as significant guidance resources to work in partnership with the schools.

Another community-based resource that is frequently overlooked are those adults who establish informal relationships with young people and through those relationships help young people see and believe in options for themselves. These people may be neighbors, relatives, employers or any adult who enjoys and comes into contact with young people. The informal personal nature of these relationships may account for the power they have in young people's lives. A community guidance approach would recognize and support these informal guidance relationships, rather than attempt to formalize and program them.

Mental health and social service professionals also possess skills that are unique and valuable in providing for the needs of young people. Professionals such as the rehabilitation

counselor, the employment or job service counselor, public health specialists, family social workers, psychiatrists, psychologists and mental health counselors may not be youth specialists per se, but each has access to services, information and expertise that can be vital components of a community guidance plan. They also can be important sources of training or information for school counselors, teachers, parents and youth workers. These community mental health and social service professionals are assets who should not be overlooked when designing a community guidance plan.

Systematic Collaboration with Business and Civic Organizations

The personnel and funding provided by business and industry and by civic organizations are another significant dimension of a community guidance plan. Historically, business and industry professionals have visited schools to discuss career opportunities, the importance of education in job access and success, and financial aid opportunities provided by their firms. They have provided sites for field trips and opportunities for internships, work shadowing, and the chance for students to observe the connections between education and work. Firms have often provided funds to purchase computers or materials for career resource centers. Many of these activities encourage preparation for postsecondary education.

Civic and charitable organizations also make important contributions toward the guidance of individual adolescents. The Urban League, ASPIRA, and other minority civic organizations have linked adult minority professionals with elementary and middle school children to provide adult role models, mentoring, and other forms of support and encouragement. The American Legion provides inexpensive information on scholarships and financial aid for higher education. The V.F.W. offers citizenship awards and financial aid in many communities, as do the Kiwanis, Lions and Rotary Clubs, among others.

Many business people hold a deep concern for the well-being of their communities and young people. They bring an important perspective and unique resources to guidance efforts. A community guidance approach would include businesses and civic organizations in defining a vision of community guidance and then link private sector resources with school and community-based programs in ways that provide integrated, continuing guidance for young people.

Systematic Collaboration with Parents

As discussed earlier in the paper, parents are the major arbiters of students' academic or college consciousness, and should be included as major ingredients of any community guidance program. The role of parents as primary determinants of children's career development has been identified in a number of studies (Birk & Blimline, 1984; Otto, 1984; Otto & Call, 1985). They also play a dominant role in their children's anticipation and preparation for college (College Board Commission on Pre-College Guidance and Counseling, 1986). Therefore, parents must be empowered to be positive motivators of children's ambition, work habits, commitment to study, and sense of self in relation to the world around them.

There are many ways to involve parents within a community guidance plan. On the one hand, they must be given systematic opportunities to help shape the plan and the outcomes it

projects for their children. On the other hand, parents must have access to resources and training by which to play a positive role in meeting the guidance needs of children. Parents can be recruited and supported in roles as mini-course instructors in the classroom, teacher aides on field trips, and members of advisory or planning committees. They can be encouraged to read to their children when they are young and listen to them read or provide space and encouragement for them to read when they are older. They can also be provided information about the academic choices their children must make in late middle school and high school, and be encouraged to participate actively in those choices along with their children and school officials.

The College Board Commission on Pre-College Guidance and Counseling (1986) recommends that each school should develop a specific program of information and support that would encourage parents to view college as a realistic and achievable option, and to help them transmit this perception to their children. The program, beginning in the elementary school and continuing through the senior year of high school, would share information with parents concerning the student's academic progress and potential for further education; help parents understand the curricular options, and consequences of various academic choices; and provide parents with accurate information regarding college opportunities and financing (p. 14–15).

Implicit, if not explicit, in the importance of the parent as a guidance agent is the creation or reinforcement of a local sense of community. A community guidance plan which brings parents, counselors, teachers and other adults together on behalf of children extends the network of adults with whom children can interact and receive positive feedback and caring. The complexity of the world today increases the need for most children to be exposed to adult guidance and support which goes beyond that available in their family. Given the rise in family stress, conflict and divorce, a growing number of single parent families, and a decrease in the availability of extended families and social networks, community guidance plans have the potential to re-establish a community of caring for children and adolescents.

Redesign of School Guidance Programs and School Counselor Roles

Contemporary views of school-based models of guidance and counseling are clearly undergoing change. At the heart of such change is a shift from the traditional process- or services-based guidance programs to results-based programs. In a caricatured sense, such notions reflect the difference between guidance as a series of random events (processes or services) occurring between counselors and some students, or guidance as a program of interventions planned to achieve specific outcomes and systematically provided to all students, but in ways which are tailored to group or individual differences.

Implicit in the results-based programs is the assumption that programs can clarify what counselors could and should contribute to the educational mission of a school, what differences they can make in the lives of children, and the degree to which they can be held accountable for selected outcomes. In contrast, services-based programs tend to advocate a specific set of functions or roles to be performed by each counselor and in each school. Critics of services-based approaches claim that while counselors are busy people, the results of their efforts are not always clear. While services-based programs are the state of the art in most schools, consensus is emerging among professional leaders that this approach is not adequate or flexible enough to cope with the changing needs of students and families in American schools today.

A 1979 statement by the American Personnel and Guidance Association (now the American Association for Counseling and Development) describing a sound and comprehensive guidance program suggests results-based models. The statement calls for school guidance programs that are student centered, based on student needs and desired outcomes; inclusive of all students as beneficiaries of the program; and consistently implemented across student populations. In addition, the program would be articulated throughout the student's school years, with an emphasis on enabling students to participate in their own development. Interventions would be growth and development-oriented rather than problem-oriented, with the counselor accountable for the outcomes of program implementation (Herr, 1979, p. 116).

Johnson and Johnson (1982) reviewed the differences between results-based guidance programs and services-based approaches. In a somewhat abridged form, they include the following:

- Results-based guidance programs assume that students learn differently; therefore, different activities are used in order to ensure that all students will achieve the desired outcomes. Services-based programs, assuming that all students learn the same way, tend to use a single process, stimulating the likelihood that some percentage of students will not learn from the program.
- Results-based guidance programs are founded on the belief that each counselor has different or more developed competencies in specific areas. Counselors also are assumed to have individual preferences for certain types of problems or particular populations. Services-based guidance programs tend to behave as if each counselor has the same strengths, competencies, or preferences in all areas.
- Results-based guidance programs are assembled using inductive planning methods. Such approaches include a philosophy and conceptual model of guidance, goals, a management system and mechanisms to monitor student attainment. Services-based guidance models tend to be developed through deductive approaches in which the use of needs assessments and other tools for planning may cause the resulting program to be reactive rather than proactive. The focus may be on the counselor's tasks rather than on the resulting student outcomes.
- Results-based guidance programs tend not to view specific processes as required elements of a guidance program. The guidance teams who design such programs are likely to use a wide range of processes and persons to achieve specified outcomes, with the major criterion being whether students attain the goals set for them. Services-based programs are more likely to adhere to counselor roles and grade level assignments. In such circumstances, specific outcomes for students become difficult to assess and frequently vague. Often in these cases neither parents, teachers, nor students know what to expect from the guidance program.

Of course, results-based programs and services-based programs are not necessarily mutually exclusive. Aspects of both can likely co-exist within a programmatic framework, particularly if the overriding issue is a systematic and planned effort to address student needs. The provision of continuity and coherence in the lives of children and adolescents is quite possible if it is a priority of the guidance program. The question is whether such outcomes can

be achieved within a guidance program confined to the school or whether alternative models such as community guidance must be developed.

It may be an overstatement to suggest a redesign of school counselor roles is in order to accommodate the dimensions of a community guidance plan with redefined school guidance programs as described in this paper. Perhaps the more accurate expectation is to sharpen counselor roles, particularly with regard to coordinating and maximizing the multiple resources available to enhance children's success in school and increase their chances for formal learning beyond high school.

Counselors must be able to match resources with both the common and the unique needs of students whether such resources are in the school or the community. Such a view is not inconsistent with the views held by the American School Counselors Association in its statement, "The Practice of Guidance and Counseling by School Counselors" (1981). Included in that statement is the expectation that counselors will "capitalize upon the influence of parents in the educational process." The counselor is also expected to maintain "an on-going set of liaison relationships with various individuals and agencies in an effort to coordinate programs and services on behalf of students in the school and those in transition status between school and some other institution."

Thus, if a vision of a community-wide guidance program is not inconsistent with some of the philosophical tenets of school counselor practice, the question is how does such a view accord with the realities of school counselor practice? In general, in virtually all school guidance programs, a community view of guidance would alter some roles and some conceptions of how a school guidance program should function.

For example, a community guidance approach assumes that the school counselor will not attempt single-handedly to respond to all of the guidance and counseling needs of children. Rather, the counselor's role would be to match opportunities throughout the community guidance system to student needs. Such a view would likely cause the roles of school counselors to be far more differentiated than they now tend to be. One counselor in a school or district might be assigned to work primarily with parents, while another may be assigned as liaison to business and industry or civic organizations. Another counselor may be assigned to coordinate college or career nights, shadowing of executives and the coordination of mentors and volunteers. Within these differentiated staffing roles, another counselor might be responsible for coordinating referrals of students to other professional specialists or groups in the community.

There is also an additional perspective which does not involve a redesign of counselor roles per se. If a community guidance program were in place in which students who needed special emotional or psychological attention could be assisted outside of a school context, school counselors might then be able to focus more fully on academic issues related to pre-college guidance and counseling. For example, Aubrey (1985) has suggested seven tasks in which counselors could engage in helping students enhance their learning:

- monitoring and assessing the student's educational progress;
- helping students plan for and complete a semester of service in either a community agency or other setting;
- providing instructional units that focus on guidance activities, such as human relationships, communications, values development, and ethics;

- constructing coursework in technology, futures thinking, cultural awareness;
- helping students acquire critical thinking and decision-making skills through problem-solving challenges related to the real world;
- guiding students in the acquisition and use of information related to their first tentative career decisions;
- assisting teachers in the recognition and accomplishment of specific developmental tasks that each student needs to master.

The College Board Commission on Pre-College Guidance and Counseling (1986) has argued that there are too few school counselors trying to do too much. The College Board Commission contends that it is necessary to change the position and role traditionally assigned to counselors within the school, not add more responsibilities to their daily routine. Such a changed counselor role would involve counselors in the following tasks:

- coordinating the school guidance plan;
- developing strategies for school staff to use in reaching students whose academic performance has slipped, or who most need assistance in developing self-confidence and in thinking about the future;
- setting up information systems and developing the curriculum for group advising sessions about such things as college planning and course choices;
- planning and carrying out projects to inform parents about school objectives and how they can support them;
- training paraprofessionals and/or volunteers to perform special duties;
- working with teachers and administrators to enhance their capacities in the areas of guidance and counseling to which they can contribute;
- developing a bank of community resources to which youngsters with special problems can be referred (p. 11).

In providing for such counselor roles, the Commission also recommends the use of computers, paraprofessional aides, and community volunteers to assist in performing functions that do not require the expertise nor warrant the time of fully trained professionals.

Overall, the community guidance approach argues for school counselor roles that accentuate their special contributions to improving academic performance for all students, to creating a healthy climate for learning in the classroom, and to forging partnerships to serve the needs of all students.

Conclusion

It would be foolish to argue that there is one right way to conceive of a school and community partnership model of guidance or of postsecondary guidance and counseling. Resources, student demographics, and community attitudes differ from setting to setting. Community models, therefore, are likely to differ as well. In this paper, the notion of community guidance has been explored. The basic premise of the paper is that connections between schools and communities

can be forged to more fully promote the present and future well-being of young people. School counselors, teachers and administrators, parents, youth workers, business people, citizens and young people themselves share responsibility for helping more students arrive at the twelfth grade with a wide array of attractive and achievable options.

References

Birk, J. M. and C. A. Limline. 1984. Parents as career development facilitators: An untapped resource for the counselor. *The School Counselor, 31*(4), p. 310–317.

Boyer, E. L. 1983. *High School. A Report on Secondary Education in America*. New York: Harper & Row Publishers, Inc.

College Board Commission on Pre-College Guidance and Counseling. January, 1985. *Keeping the Options Open: An Overview*. New York: The Commission.

College Board Commission on Pre-College Guidance and Counseling. October, 1986. *Keeping the Options Open: Recommendations*. New York: The Commission.

Dorman, Gayle. 1985. *Middle Grades Assessment Program*. Chapel Hill, NC: Center for Early Adolescence.

Gibson, R. L., M. H. Mitchell and R. E. Higgins. 1983. *Development and Management of Counseling Programs and Guidance Services*. New York: MacMillan Publishing Co.

Havighurst, R. J. 1968. The middle school in contemporary society. *Theory and Practice, 7*, p. 120–122.

Herr, E. L. 1986. *Why Counseling?* Second Edition. Alexandria, VA: AACD Press.

Herr, E. L. 1986. and S. H. Cramer. 1988. *Career Guidance and Counseling Through the Life-Span: Systematic Approaches*. Glenview, IL: Scott, Foresman and Company.

Herr, E. L., A. Weitz, R. Good, G. McCloskey and T. E. Long. 1981. Research on the effects of secondary school curricular and personal characteristics upon post-secondary educational and occupational patterns. Final report for the National Institute of Education. U.S. Department of Education. University Park, PA: The Pennsylvania State University.

Holmes, D. R., H. F. Dalton, Jr., D. G. Erdmann, T. C. Hayden and A. O. Roberts. 1986. *Frontiers of Possibility: Report of the National College Counseling Project*. Alexandria, VA: National Association of College Admission Counselors

Johnson, C. D. and S. K. Johnson. 1982. Competency-based training of career development specialists or "Let's get off the calf path." *Vocational Guidance Quarterly* (June), p. 327–335.

Lee, V. E. and R. B. Ekstrom. 1987. Student access to guidance counseling in high school. *American Educational Research Journal, 24*, p. 287–310.

Lefstein, L. M. and J. Lipstiz. 1986. *3:00 to 6:00 p.m.: Programs for Young Adolescents*. Chapel Hill, NC: Center for Early Adolescence, University of North Carolina.

Moles, O. 1988. *Guidance Programs in American High Schools*. Unpublished paper presented at the 1988 Convention of the American Educational Research Association.

National Student Aid Coalition. 1985. *Closing the Information Gap: Ways to Improve Student Awareness of Financial Aid Opportunities*. Washington, DC: The Coalition.

Otto, L. B. 1984. Bringing parents back in. *Journal of Career Education, 10*(4), p. 255-265.

Otto, L. B. and V. R. A. Call. 1985. Parental influence on young people's career and development. *Journal of Career Development, 12*(1), p. 65-69.

Peer, G. E. 1985. The status of secondary school guidance: A national survey. *The School Counselor, 32*, p. 181-189.

Prediger, D. and Sawyer. 1985.

Research and Policy Committee, Committee for Economic Development. 1985. *Investing in Our Children: Business and the Public Schools*. New York: Author.

The Business Advisory Committee, the Education Commission of the States. 1985. *Reconnecting Youth*. Denver, CO: Author.

The William T. Grant Foundation Commission on Work, Family and Citizenship. January 1988. *The Forgotten Half: Non-College Youth in America. An Interim Report on the School-to-Work Transition*. Washington, DC: Author.

Frontiers of Possibility: The Report of the National College Counseling Project, is available for $12 ($10 each for 3 or more copies) from the National Association of College Admission Counselors, 1800 Diagonal Road, Suite 430, Alexandria, VA 22314, 703/836-2222.